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ABSTRACT

The strategies for school based management and shared decision making are seldom studied together. A written survey administered to practitioners currently using one or both of the strategies provides information for the implementation of shared decision making. Methodological limitations include a sample of 230 site personnel with a response rate of 30 percent. Findings identify eight barriers, institutional and noninstitutional, to changing traditional behavior. Four recommendations are offered for the implementation of shared decision making; they are transformation of authority, collaboration, professional development, and commitment. Results indicate that the implementation of shared decision making in school-based management requires fundamental changes in traditional behavior. Appendices provide a list of training resources, a list of respondents, and survey summary data and graphs. (25 references) (LMI)

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IMPLEMENTING SHARED DECISION MAKING IN SCHOOL-BASED MANAGEMENT: BARRIERS TO CHANGING TRADITIONAL BEHAVIOR

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The strategies of school-based management and shared decision making are receiving growing attention in school management theory and practice. Support and criticism for each are abundant in the literature, but the intersection of the two is seldom explicated. Southwest Educational Development Laboratory conducted a survey of educational practitioners currently implementing one or both of the strategies to create a synthesis of their experiences in changing traditional behavior and to develop a set of recommendations to support schools and districts choosing to initiate shared decision making as part of any change strategy. This paper presents three outcomes of the survey: eight barriers to changing traditional behavior, a set of four recommendations derived from an analysis of the data and the literature, and a list of training resources and programs available to educational practitioners.

Theoretical Framework

School-Based Management

School-based management has become an increasingly important strategy for guiding school improvement. The strategy is a response to the need for an adaptive organizational model in education that forges the critical link between school-site authority and improved student learning outcomes. The underlying assumption is that greater decision-making authority at the school-level will enable the individual school to respond more efficiently, effectively, and flexibly to the needs of its unique student population by harnessing two forces: the *expertise of school professionals* and the *involvement of parents and the community.*

As interest in school-based management grows and the number of implementations increase, the gap between the strategy's potential and its realization is being explored. Reports of success (Clune & White, 1988; Harrison, Killion, & Mitchell, 1989; *Ventures in Good Practice*, 1989; and Rosow & Zager, 1989) are countered by reports of "unfulfilled promises" (Malen, Ogawa, & Kranz, 1990; Wood, 1984). However, the realities of implementation discussed by both proponents and opponents of the strategy tend to describe similar problems related to fully achieving school-based management and maintaining the strategy at the school site.

A district's delegation of authority to the school site cannot, in and of itself, release teachers' expertise nor increase parent and community participation. If authority is formally delegated to the site administrator alone, or if the decision making process is informally controlled by the administrator, the net result is merely to shift decision-making from one level of hierarchy to another. In order for school-based management to fully engage the school community in improving learning outcomes for students, the authority delegated to the school site must be distributed among school community members -- administrators, teachers, parents, and community members. Site authority must be shared.

Shared Decision Making

Shared decision making is also referred to as "participatory decision making" in the literature. Participatory decision making is a collaborative approach in which "superordinate" and "subordinates" work together as equals to "share and analyze problems together, generate and evaluate alternatives, and attempt to reach agreement (consensus) on decisions. Joint decision making occurs as influence over the final choice is shared equally, with no distinction between superordinate and subordinates" (Wood, 1984, p. 61).

The research on effective schools indicates that principals of effective schools include staff members in decision making and problem solving. Administrators of effective schools do not exercise instructional leadership alone. Such leadership is often the collective task of the principal along with other members of the organization (Croghan & Lake, 1984; DeBevoise, 1984; Gersten & Carnine, 1981; Hall, Hord, Huling, Rutherford, & Stiegelbauer, 1983; Leithwood & Stager, 1986; Stringfield & Teddlie, 1987). The Heritage Foundation surveyed the principals of 65 secondary schools honored in 1983 by the United States Department of Education for excellence in education. The survey asked the principals what leadership factors they considered the most critical in running their schools effectively. Topping the list -- mentioned by 80% of the principals -- was faculty participation in decision making. As one principal noted, collective decision making takes longer, but the resulting decisions tend to stand firmer, last longer, and gain greater acceptance ("Effective principals work hard...", 1984).

There are many benefits ascribed to participatory decision making. The following advantages, gleaned by Wood (1984) from an extensive review of the literature, illustrate the positive influence that shared decision making has on participants and the organization:

- high quality of decisions,
- improved employee satisfaction or morale,
- commitment,
- productivity,
- a reduction in resistance to change, and
- a reduction in absenteeism.

Finally, there is a belief among many that shared decision making is simply the "right way in which to do the right things." The United States must develop a participatory culture to maximize the use of technology and information in order to survive as a world-class culture into the 21st century. "If that is to occur, schools will have to transform themselves into participatory organizational cultures" (Parish, Eubanks, Aquila, & Walker, 1989, p. 393). Sashkin termed this transformation an *ethical imperative* (cited in Lewis, 1989).

There is growing recognition that shared decision making is a component critical to the success of school-based management. The AFT Center for Restructuring contends that

"school-based management will more likely meet its goals when it is coupled with meaningful shared decision-making" ("School-Based Management," 1988, p.5).

Southwest Educational Development Laboratory Survey

When one considers the wide difference between behaviors practiced in hierarchical organizations and those required in participatory organizations, it becomes evident that implementing shared decision making in school-based management requires changes in traditional attitudes and behaviors on the part of people throughout the school community. Districts choosing to implement these changes will encounter a variety of impediments. The Southwest Educational Development Laboratory (SEDL) conducted a survey of educational practitioners in 1989 to identify the difficulties that confront the traditional school culture when initiating shared decision making and to develop a set of recommendations to support schools and districts choosing to initiate shared decision making as part of any change strategy.

Methodology

A direct survey method was employed. A written survey instrument was developed, consisting of three open-ended questions:

(1) What were the major difficulties you encountered or observed in trying to change traditional behavior when initiating shared decision making?

(2) What types of training activities do you feel are necessary to successfully initiate shared decision making?

(3) What training resources or programs have you used that you would recommend?

A review of the literature, including reports from national education organizations, foundations, and networks, was conducted to identify schools and districts currently implementing shared decision-making and/or school-based management efforts. Between July 1 and September 15, 1989, survey instruments were mailed to 230 site personnel in one hundred seventy-two districts in the United States and Canada. As of October 1, 1989, the survey yielded a 30% rate of return (n=69; see Appendix A for survey respondents).

Limitations to the methodology of this study include:

- The limitation of respondents to those in traditional decision-making roles: 135 principals, 90 central office staff (primarily superintendents and school improvement program directors), and only 5 teachers. Sites were selected on the basis of appearance in the literature or association with a national network or sponsor, and many surveys were addressed only to "Principal" or "Superintendent". The assumption was that a site identified in the literature as actively implementing school-based management and shared decision making would only be doing so with the support, if not the active participation, of a key administrator. This limitation, however, precluded us from obtaining the

perspectives of other site participants such as teachers and parents who may have provided a different profile of responses.

- The limitation of self-selected respondents. The thirty percent of the survey recipients who responded may have biased the data in one direction or another. Although a second request was mailed to non-respondents, there was no attempt to obtain a forced set of responses through telephone contacts to strengthen the data provided by those who voluntarily responded.

A content analysis was performed on the data provided by survey question one (N=63). Approximately 20 difficulties were identified as frequently encountered or observed by respondents when initiating shared decision making. Two analysts categorized the data and eight major barriers to changing traditional behavior were derived from an analysis of these data. Results were then organized by category and tallied to determine frequency of response (see Appendix B for survey summary data and graphs). In descending order according to frequency of response, the eight barriers are:

- resistance to changing roles and responsibilities
- fear of losing power
- inadequate or inappropriate resources
- lack of definition and clarity
- lack of skills
- lack of trust
- lack of hierarchical support
- fear of taking risks

Responses to survey question two (N=60) were similarly analyzed to describe the type of training activities practitioners found to be necessary to successfully initiate shared decision making. Three categories of training activity were derived: (1) knowledge and information, (2) decision making skills, and (3) collaborative skills. These results are reported in the following discussion under the barrier **Lack of Skills** (see also Appendix B).

The responses to survey question three (N=47) were directly compiled to create a list of training resources and programs useful and available to practitioners who are interested in implementing shared decision making in their districts (see Appendix C.)

Barriers to Changing Traditional Behavior

Eight barriers were derived from an analysis of survey responses to the open-ended question "What were the major difficulties you encountered or observed in trying to change traditional behavior when initiating shared decision making?" The barriers clustered in two broad categories: *personal and interpersonal barriers to change* and *institutional barriers to change.*

Personal and Interpersonal Barriers to Change

Change in authority and decision-making arrangements in the educational system cannot be fully achieved or maintained without fundamental changes in the personal and interpersonal behavior of people throughout the learning community. Districts choosing to implement shared decision making in school-based management should be prepared to encounter and overcome five major personal and interpersonal barriers to change: *resistance to changing roles and responsibilities*, *fear of losing power*, *lack of skills*, *lack of trust*, and *fear of taking risks*.

Resistance to Changing Roles and Responsibilities. The redistribution of authority at the school site demands that administrators, teachers, parents, and community members forge different roles and accept new responsibilities. Fifty-one percent of respondents to the SEDL survey reported resistance on the part of people to accepting change in this area. Four sources of resistance were discussed: (1) reluctance to assume new responsibilities, (2) apathy, (3) satisfaction with the status quo, and (4) dependence on norms and role expectations.

A majority of respondents who discussed resistance to changing traditional roles and responsibilities observed an unwillingness among teachers to assume responsibilities different from those they traditionally have held. [Note: since only five of the respondents were teachers, the following may be biased interpretations.] Respondents offered a variety of interpretations for this reluctance: teachers lack confidence in their ability to participate, they are unwilling or unable to devote the time necessary to participate, or they prefer that administrators make the *difficult* decisions. In examining this resistance over time, some respondents observed significant changes. For example, one stated, "over the three-year period of this project we noticed that, at first, teachers were reluctant to share their ideas, but as they became more comfortable with their roles they became true leaders." Other respondents discussed the link between responsibility and accountability. As one noted, "In the beginning, the newly empowered decision makers were, in many cases, frightened by the responsibility and the danger of being held responsible for mistakes. Most of these fears have been overcome." Another respondent surmised that some staff do not want to see a move toward peer accountability, suggesting that some teachers may view the "isolated" teacher model as the most secure professional role to maintain among peers.

Some survey respondents reported resistance in the form of apathy toward shared decision making among some people in the school or community. Participants at one site experienced difficulty in initially gaining community interest. One respondent noted, however, that it was "a very small number of people who showed no interest at all in shared decision making." Still another aspect of resistance was reported as satisfaction with the status quo. One respondent observed that "many administrators have been successful using traditional approaches", while another encountered a general attitude of "we are doing OK; why change?" Other respondents reported local investment in the traditional system by the teacher union or association and by parents. Though both apathy and satisfaction with the status quo may present only passive resistance to change

in roles and responsibilities, each adds weight to any active resistance within a school community to changing traditional roles and responsibilities.

Finally, barriers to changing roles and responsibilities also are found in the deeper, often unspoken role expectations of teachers, administrators, and parents. Strong norms exist regarding what it means to *be* and behave in each of the established roles. People have a broad range of attitudes regarding change in traditional roles and these attitudes can provide the foundation for overt resistance to formal changes in responsibilities. More than one-third of the respondents who reported resistance to changing roles and responsibilities discussed these normative barriers. SEDL survey findings in this area are in line with the contention by Malen et al (1989) that "the failure to alter orientations and norms inhibits participants from taking on new roles or fully participating in site decision making."

Several respondents reported on the strength of norms related to the teacher's role and competencies. For example, one wrote, "I have people stomp out of the room making comments such as 'I don't think teachers have any right to make curriculum decisions'." Another observed, "almost all of this district's problems with its very limited efforts have been caused by the absence of real confidence in the decision-making capacities of subordinates and the importance of fostering latent abilities." In discussing the principal's role, respondents tended to focus on the difficulties principals have in adopting a shared decision-making orientation that exhibits both "enabling" behaviors (i.e., active encouragement of participant involvement) and self-restraint (i.e., "resisting the habit of formulating solutions" or "stepping in to try to speed up or streamline the process"). Respondents stated that the shift for central office staff involves a reconceptualization of their roles to become "facilitators, questioners, and enablers rather than simply monitors and enforcers."

Fear of Losing Power. People in traditional decision-making positions in the school and district can experience a fear of losing power as they move from a traditional hierarchical decision-making model to a shared decision making model. Thirty-eight percent of SEDL survey respondents stated that people at their site -- particularly principals, central office staff, and school board members -- had to confront and overcome the fear of losing power. One respondent commented that "as more individuals gain 'power' or become involved, someone [else] may perceive they are losing 'power'." From this viewpoint, the authority to make decisions is a territorial issue for site administrators and school boards. Building administrators are fearful of losing control or "giving away the store." Similarly, in discussing central office staff, one respondent stated that "understanding that sharing decision-making does not really disenfranchise Central is a very difficult concept for some to grasp." School boards are fearful that school site councils will become the final decision makers in school business issues.

This territorial aspect of power was also reported among staff and parents who may have built bases of informal influence in the school or district. As one respondent noted, "staff members desire to protect their own turf rather than consider the 'big

picture'." Another respondent observed that teachers and parents may fear the consequences of trading the security of an established relationship with a single administrator for uncertain influence as a member of a council of many individuals.

Power is not only an authority or control issue. It also encompasses some individuals' sense of self and status. One respondent stated that a major barrier to changing traditional authority relationships was "convincing principals that teachers were not going to take over the building, make all the decisions, and do away with principals." Principals and central office staff fear that their positions will be relegated to mere "managers of facilities." Another respondent asserted that the challenge at his/her site was to convince participants that "shared decision making can occur without any parties relinquishing their values and responsibilities or 'losing face'."

Lack of Skills. The third barrier to changing traditional behavior toward shared decision making describes the need to develop current human resources at the school and district levels. Thirty percent of SEDL survey respondents indicated that there was a critical lack of knowledge and skills needed for shared decision making at their sites. Respondents asserted that site participants require skills to move from "individual thinking to collective thinking" and faculties need to be able to move from "isolated working and decision making patterns to group decision making." The unique difficulty in achieving shared decision making was highlighted when nearly one-fourth of the respondents who reported lack of skills focused on the lack of experience in consensus decision making among their site participants. Decision making *by consensus* demands skills very different from those required in decision making *by vote*.

Survey responses to the second open-ended question on the SEDL survey, "What types of training activities do you feel are necessary to successfully initiate shared decision making?", elaborate on the types of knowledge and skills required by members of the learning community. Sixty-seven percent of those who responded to this second survey question listed specific knowledge and information that participants need to acquire, 64% listed decision-making skills, and 75% listed collaborative skills.

Respondents suggested a wide range of *knowledge and information* that is required by participants. They indicated that people need to become knowledgeable about shared decision making, both its philosophy and "research evidence of the efficacy of this management mode." Organizational theory and change theory is needed to provide a context for implementation and an understanding of its implications. All shareholders (i.e., shared decision making participants, school and district staff, and the community at large) need to be given a clear rationale for the implementation of shared decision making. Those making decisions at the school site need a clear charge and operational ground rules, and they need to be provided the information relevant to specific site decision-making tasks (e.g., budget figures and procedures; available and obtainable curriculum models and materials; district regulations, state statutes, and available waivers to any).

In addition, participants need *decision-making skills* in the following areas: developing a vision or mission statement, leadership, problem solving and critical thinking, strategic planning, priority setting, resource utilization, and the design of accountability and evaluation plans. A few respondents recommended the use of available models (for example, the Quality Circle and ODDM problem solving methods, the CBAM change process). Most respondents, however, listed the skills generically, as above.

The *collaborative skills* needed by participants in shared decision making efforts include consensus building, conflict resolution, communication, commitment building, and team building skills. Here again the need for experience in achieving group consensus rather than relying on decision-by-vote was of great concern to respondents who pointed out the need for skills in consensus decision making. One respondent outlined the following components for this area of training: "a definition of consensus building, examples of how this process differs from other types of decision making strategies, key steps in consensus decision making, factors that influence consensus reaching, and appropriate activities to develop skills in consensus decision making."

In discussing site participants' lack of knowledge and skills, SEDL survey respondents offered very different ideas regarding *how* participants can best gain new knowledge and skills at the site. Some respondents recommended the use of professional consultants or experienced district or non-district facilitators to guide site participants as they engage in shared decision making. For example, one respondent stated "we have hired for the first time this year a shared governance specialist who, in addition to conducting training, will serve as a consultant and resource to the individual schools in helping them deal with any problems they may be having in the shared governance process." Other respondents recommended a train-the-trainer approach, with selected staff undergoing training and then returning to the site to train their faculties and communities. Still others suggested a full staff approach in which all site staff participate in gathering information, gaining decision-making skills, and developing collaborative behaviors.

Lack of Trust. Thirty percent of SEDL survey respondents discussed a fourth barrier, lack of trust, that is encountered as participants grapple with the consequences of changing power and assuming new roles and responsibilities. The building of new roles and relationships required for shared decision making can uncover the existence of mistrust in every relational permutation possible. Survey respondents most frequently described a perceived mistrust of district-level personnel on the part of teachers and building administrators. Typical perceptions included the following:

- the district was "not serious about shifting decision-making authority to school sites,"
- "they have already decided what they are going to do anyway," and
- there are "hidden agendas [to bring] to the surface."

Given an atmosphere of mistrust and apprehension, it is not surprising that a few survey respondents who discussed this barrier identified the need for site participants to air grievances. One respondent stated that "trivial matters stored up over the years from lack of input" impeded progress at their site. Another observed that "some decisions

previously made at district or administrative levels require major complaining sessions before movement can be made."

Fear of Taking Risks. Nineteen percent of the SEDL survey respondents reported a fear of risk-taking among site participants. Their observations tended to be brief and generalized descriptions of uneasiness, such as "fear of change," "apprehension," "fear of the unknown," and "resistance to change." One respondent stated, "Some people are resistant to change ... are not risk-takers" -- apparently assuming that fear of risk-taking should be an expected response to change from some people in any organization. Another respondent linked fear of risk-taking with the concerns people have regarding interpersonal relations. The fear of alienating someone may restrain some individuals from expressing their opinions. A third respondent discussed risk-taking in the context of overall program development at the site, stating that: "Although all the parties (School Board, superintendent, teachers' union) openly and repeatedly encouraged school-based-management/shared-decision-making schools to dream and take risks (without retribution for failures), more creative waiver requests and budget utilizations were not pursued until the second and third year of the pilot."

Institutional Barriers to Change

Change in the personal and interpersonal behavior of people cannot be achieved or maintained without accompanying change in the institution. Districts choosing to implement shared decision making in school-based management must be prepared to confront and overcome three major institutional barriers to change: *lack of definition and clarity*, *inadequate or inappropriate resources*, and *lack of hierarchical support*.

Lack of Definition and Clarity. People must be provided with clear definitions of a concept or strategy and its operational implications in order to engage in successful implementation. Thirty-eight percent of the survey respondents stated that certain aspects of shared decision making lacked definition or clarity in their district. One respondent stated that his/her district had difficulty in:

> clarifying the legitimate options for site-based decision making. Under the shared governance plan that had been in the district for many years, the appropriate areas of decision making had never been made clear. This past year we spent considerable time identifying site-based decision making options that were legitimate if schools chose to exercise one or more of them.

Many respondents reported a lack of clear definition of the concept itself -- indicating that there needs to be a *common language* and a set of understandings about shared decision making and its implications in the day-to-day "*normal* way of conducting school business." Others stated that their district lacked a clearly defined, shared vision of an educational system -- a vision that encompasses both desired learning outcomes for students and a redefinition of teaching and administration for faculties and principals. Finally, respondents reported that people experienced difficulty defining the new roles, responsibilities, and relationships required in shared decision making. One suggested that this may remain a challenge over time; successful shared decision making requires a

"constant clarification of each role and the individual responsibilities that accompany decentralization."

Inadequate or Inappropriate Resources. Thirty-eight percent of the SEDL survey respondents stated that the lack of resources or appropriate resource reallocation represented a serious barrier to successful implementation of shared decision making. This seventh barrier to changing traditional behavior was discussed by respondents in three distinct categories: time, money, and staff. It is of significance that fully two-thirds of the responses in this category focused on the need for time, while only a few specified staff and even fewer specified money.

In discussing the need for time, one respondent stated: "A major challenge is finding quality time for local staff to address the change process. Traditional organizational models simply do not provide time." Respondents described a variety of distinct needs for time that are difficult to meet in the typical school day: time to scan and collect ideas regarding "new ways of doing things," time for training in new skills, time for decision-making bodies to meet, and time to "play out the group dynamic" that is necessary to ensure that sound consensus decision making takes place. The acute nature of this "daily" time barrier becomes evident when one considers that most of the people who need to be involved in the work of shared decision making at the site are already engaged in full-time work. Many parents and community members are committed to typical work days and weeks. The typical teacher's work day provides minimal teaching preparation time and even less time is provided for meetings with colleagues. Participation in shared decision making has been described by some researchers as a cost rather than a benefit to teachers (Firestone & Corbett, 1988) and, under current patterns of time allocation in schools, the same can be said for other staff and for working parents.

Time in the longer term was also discussed by many respondents. One respondent noted that "the process takes significantly more time to institutionalize than the literature implies." Another discussed the difficulty inherent in pursuing any type of far-reaching change in the educational system, where "training for change [must be accomplished] while maintaining the operation of schools and the school system." As one respondent observed:

> this concept [shared decision making] is a major shift from general practice and many expect the shift to happen overnight, or after two or three training sessions, failing to recognize that change is a process, not an event."

The need for schools and districts to provide long-range implementation time includes allowing time to explore and understand the process itself prior to implementation and accepting the fact that time is required for shared decision making to be "learned and practiced until it becomes a natural behavior."

The second resource -- staff -- was discussed in terms of the human resource issues that arise from implementing shared decision making. For example, one respondent appeared to focus on the principal and/or superintendent in stating that "the person who

must initiate change ... may not be a change agent." Another respondent said that successful shared decision making requires the "selection of creative/innovative school staff members with positive attitudes and high expectations for disadvantaged children." Still another observed that shared decisions at his/her site included the necessary but difficult redeployment of support people (e.g., teacher assistants, secretaries), suggesting that traditional school staffing patterns may be inappropriate.

Most of the respondents who discussed the third resource -- money -- described a need to increase or reallocate funds for staff development activities. Only one respondent stated there was a need to finance higher pay for teachers; all others focused on the "tremendous amount of training that school participants need, aimed at attitudinal change and learning new skills."

Lack of Hierarchical Support. The final barrier to changing traditional behavior is lack of hierarchical support. Twenty-seven percent of SEDL survey respondents discussed four different aspects of this barrier: the absence of full-system commitment to shared decision making, transience of personnel, inadequate communication, and conflicts with outside regulations.

A majority of respondents who discussed this barrier stated that their site lacked hierarchical support in the form of broad and permanent commitment to the processes of shared decision making and school-based management. As one respondent reported:

> We had neither institution-wide preparation nor commitment to a change in decision making/management structures (much less a change specifically in the direction of shared decision making) prior to instituting our pilot 'experiment' ... there is no generalized commitment conceptually to the efficacy of the shared decision-making concepts and underlying assumptions.

SEDL survey respondents stated that there is a need for full support from all "high level" district shareholders: central office staff, the superintendent, and the school board. One respondent described a consequence of inadequate long-term, system-wide commitment as follows: "it is difficult to keep school based management councils moving and motivated if the members do not perceive support and sharing from central." The need for hierarchical commitment beyond the district was voiced by still another respondent: "Perhaps my biggest frustration has been the lack of support from state educational officials. The move towards shared governance also means an increase in flexibility from state rules and regulations. We have experienced a bureaucratic mind-game which has often slowed us down."

Respondents named transience of district personnel as a major problem. As one stated, "as new managers have risen to positions of leadership many of the main features of the original decentralized system have eroded and decision making is more centralized now than it was at the start." Each incoming superintendent or board member has the potential to bring with him or her a new perception of shared decision making. The result is often devastating, as described by the following: "We had several changes at the superintendency level. Only six out of 13 schools got involved. Our strongest

support, the superintendent, resigned a month after we got into the project. We were all alone because the interim superintendent was totally against the concept." Equally damaging consequences are found at the school site when the school-based management team is affected by principal and teaching staff transfers and parent/family mobility.

Several respondents reported problems with communication -- a difficulty that may mark an insufficiently committed district. The uni-directional communication pattern typically present in traditional schools and districts does not facilitate shared planning and decision making. Even a two-way pattern between central office and school site, and between principal and teachers, is insufficient. The need for a multi-directional communication network was described by one survey respondent who advocated "new communications mechanisms within schools and from schools to [the] community and back".

Finally, a number of respondents cited the need to resolve conflicts with outside regulations and standards. One respondent described difficulty in "achieving a balance between district requirements and school-level initiatives" while another described state mandates as impeding "constructive progress because they are too confining, inflexible, and limiting."

Recommendations

The eight barriers to changing traditional behavior identified by the SEDL survey have important implications both for researchers who are concerned about the conditions that are necessary to realize the promise of school-based management and for practitioners who are considering implementing shared decision making as part of any change strategy.

The shift of decision-making authority and the allocation of resources to the school site is the heart and soul of any successful change effort. Changes in where the decisions are made, who is involved in making them, and who has control over the resources to carry out the decisions are necessary to provide the school site with the flexibility to redesign its internal operations to better meet the needs of its student population. The goal of change is to create an environment in which all students have the opportunity to succeed at learning, and the school site must have the flexibility to make the changes that must occur for this to happen. As illustrated in the previous sections, the accomplishment of enduring efforts may hinge on how effectively shared decision making is made a part of any change strategy. Shared decision making in the district and at the school site can harness the energy currently expended by students (to underachieve, tune out, rebel, or drop out), teachers (to circumvent the system), parents and community members (to flee the system), and principals (to try to keep the lid on).

The following recommendations outline ways in which school sites and districts can address the problems of and maximize the potential for their efforts to produce more effective schools and better student learning outcomes:

1. School sites and districts must effect a transformation of authority.

2. A system-wide culture must be developed that supports norms of collegiality and collaboration.

3. Professional development must be provided so that staff at all levels can acquire new knowledge, skills, and attitudes.

4. The entire educational system must demonstrate commitment to shared decision making.

Recommendation One: School Sites and Districts Must Effect a Transformation of Authority

A redefinition is required of the kind of management that is needed to effectively facilitate change efforts. Successful change efforts require systemic revision in the roles, relationships, distribution of authority, and allocation of resources -- i.e., in the organizational structure. This kind of systemic change can only be accomplished by a transformation of authority. Authority is the currency with which people influence what goes on in an organization. Authority is the freedom to act within the framework provided by policy and law, the opportunity to make decisions within an area of professional expertise (Frymier, 1987). The issues of power (authority) and of changing roles and responsibilities are closely linked. The school site needs to be formally empowered. This necessitates change at the school level and at the various levels higher in the educational hierarchy. The process of transforming authority often results in people at all levels of the system experiencing fear of losing power and creates a resistance to changing roles and responsibilities.

Transformation of authority may be understood best as a change in the definition of leadership, and thus new expectations for all participants in the school community. Leadership is a process that involves influencing others to commit their energies and efforts to accomplish organizational goals and improvement objectives. Liebermann (1988a) suggest that, when discussing leadership, we need to focus on "the people who make up a school community, the leadership tasks that must be performed, the conditions that must be present for leadership to exist, and the various people within the school community who could serve as leaders" (p. 649).

The following are implications for the transformation of power among various roles at the school and district levels:

Teacher. Education is currently a highly stratified field, but there is a growing awareness that those at the "lowest" level -- teachers -- are being underutilized.

Teachers' understanding of the content and pedagogy of their profession is considerable, yet opportunities to exercise professional judgment are limited. Also, teachers, who are among the mere 19% of U.S. total population achieving a college degree, are "alone among those with such extensive professional preparation [in their] lack [of] full control over their professional development" (Casanova, 1989, p. 48).

Some researchers and practitioners see the emergence of teaching teams as a means for providing maximum opportunity for teachers to participate in and work harmoniously in planning, performing, controlling, and improving the instructional program. This will create a school culture that challenges the traditional way of teaching students and that is conducive to striving continuously for excellence in education (Lewis, 1989). Other researchers and practitioners foresee a differentiation of the teaching career in which interns receive limited assignments and support from experienced teachers while master teachers have assignments that offer opportunities ranging from the full-time teaching of students to a combination of teaching and curriculum development, teacher training and supervision, or research.

Principal. In order to ensure the success of this process in schools, principals and teachers must develop a collaborative and collegial professional partnership (Maryland Commission on School-Based Administration, 1987). Such a partnership requires a very different role from the one learned and assumed by most principals. An SEDL survey respondent described the principal's "new" role as a change from an autocratic position to a democratic position. In sharing the power to make decisions, the principal actually gains power for the implementation of the decision. Decision-making participants have a vested interest in the decision and all that is necessary to follow it through. The "new" role may take on more supportive and enabling responsibilities in a collaborative context: listening actively and creating opportunities for staff to express ideas, providing resources and a supportive environment for collaborative planning, establishing school-wide goals and programs through staff input and participation, and staffing committees with representatives from all sides (Russell, Mazzarella, White, & Maurer, 1985).

Superintendent. The role of the superintendent may be the "cutting edge" topic of research to come. Initially the position, as it relates to the district, may be viewed much in the same way as that of the principal to the school. The superintendent focuses on both ends of the schooling process -- the setting of goals and the measurement of outcomes. There are, however, other aspects of the role to be explored.

A condition for the effective implementation of participatory decision making is that it must be modeled and practiced at all levels, not just at the building level (Wood, 1984). This opinion is echoed by an SEDL survey respondent: "the district mandated that principals implement shared decision making in buildings, yet [the superintendent and central office staff] do not model it downtown, nor has the district hierarchy and general organization been changed to have shared decision making throughout the district." Thus, support for the process demonstrated by active participation in the process may be another key descriptor of the "new" superintendent's role. There clearly is a much

greater likelihood for the success of change when the entire system -- including the superintendent as the traditional district leader -- "practices what is preached."

Central Office. Responses to the SEDL survey and reports in the literature express doubt that the central office can continue to function as a collection of departments with budgets and tasks imposed from above. Sites that have been engaged in school-based management for some time tend to describe central office as a flexible service department that responds to needs emerging from below, that is, from the individual schools. A "supply and demand" cycle may emerge in which central staffing and resource allocation is based on school site "demand" for specific curriculum materials, training, and technical assistance. The roles of central office staff change from those of decision makers to support personnel (Harrison, Killion, & Mitchell, 1989). The ultimate realization of this role is one in which schools contract with central office personnel for the services they need. Building personnel first establish their priorities, and central office personnel support their efforts rather than leading or directing the buildings' efforts (p. 57).

School Board. The school board role may become that of "partner" to the superintendent and to representatives of teacher and administrator union/associations. Again, if restructuring is truly to create opportunities for improving student learning, partnerships must be in evidence at all levels. A partnership between highest-level policy, management, and labor leaders can serve as a model for the process required for a community to permanently change its schools for the better.

Parents and Community Members. The new role of parents and community members may parallel that of the school board described above. Parents and community members may become partners both at the district level and with principal, teachers, and staff at the individual school level. These partnerships at the district and school levels ultimately will design, commit to, and implement the instructional program most appropriate for each school's students. Parent participants on school-based management councils may harness for the school a highly underutilized resource -- their constituents' personal knowledge of and influence over their children. Both parent and community participants on school councils may take on new leadership roles to directly improve the educational program at their schools, and some may take on a caucus function to influence school policy at the district level (Malen et al, 1989). Finally, parents and community members may become advocates for change and serve a public relations function in the greater community.

Teacher Union/Association. Approximately half of the sites surveyed by Clune and White (1988) reported that the teachers' association is involved in and supportive of the district's school-based management strategies. Several of the most publicized sites (Dade County, Florida; Cincinnati, Ohio; Rochester, New York; Hammond, Indiana) are characterized by strong superintendent/labor leader partnerships. Both "sides" recognize a need for change and initiate it via collaboration, developing a new vision or philosophy and then developing the strategies for its support (e.g., greater employee involvement, extensive training opportunities). Thus, the new role of the teacher union or association

may not represent so much a change in responsibilities as a change in approach or attitude: all share in the schooling crisis, all share a commitment to the students at the heart of that crisis, and all share the risks in changing or failing to change.

Recommendation Two: A system-wide culture must be developed that supports norms of collegiality and collaboration.

The implementation of shared decision making at the district and school levels involves change in more than the formal locus of authority and assigned roles and responsibilities. There must be a nurturing of those new roles and relationships. Effective implementation means finding new ways of organizing schools to create an open, collaborative mode of work that replaces that of isolation and powerlessness.

The development of collegial norms is important. Such norms represent a form of group problem-solving in which ideas are shared and alternative, better solutions to problems are found (Carnegie Task Force on Teaching as a Profession, 1986). In those schools and districts that have incorporated teacher-leader roles into their organizational structure, collegiality among educators is not something that just happened. Collegiality must be developed and nurtured in a climate characterized by open communication, sharing, and willingness to learn. Efforts must be made to develop mutual respect and trust, or suspicion, competitiveness, and inflexibility will defeat any attempt to establish collegial relationships (Ruck, 1986).

Recommendation Three: Professional development must be provided so that staff at all levels can acquire new knowledge, skills, and attitudes.

School sites and districts must facilitate change in participants' knowledge, skills, and attitudes. Professional development must be provided so that members of the school community can obtain information and engage in experiences that yield direct transfer to the skills required in shared decision making and school-based management. Participants at all levels must receive training in order to develop the knowledge, skills, and attitudes required to accept as well as participate in changing traditional roles, relationships, and behavior. Staff development must address personal and interpersonal needs and include training in group processes, team building, and conflict resolution. In addition, staff must be trained to deal with the substantive and technical aspects of the issues about which decisions must be made.

Recommendation Four: The Entire Educational System Must Demonstrate Commitment to Shared Decision Making

Fullan (1985) has pointed out that change takes place over time and the initial stages of any significant change always involve anxiety and uncertainty. For a change strategy to be successful, long-term, system-wide commitment to the shared decision making concept and all its implications must be built and maintained. System-wide commitment includes support for the effort from every level, reflected by a clear definition of mission, goals, and outcomes and a clear understanding of roles, responsibilities, and distribution of

authority. Commitment also includes assuring continuity and stability, protecting the effort from external constraints, and providing the necessary resources for successful implementation.

Shared decision making must be carefully and continuously defined and clarified. Clear and specific definitions of values, concepts, and roles must be developed and widely disseminated. For example, site and district plans must clearly specify what authority is delegated to the site and how the authority is distributed. As noted earlier, *ambiguous authority* can lead to the maintenance of traditional management practices as surely as *limited authority* as Malen et al. (1989) discovered from their examination of 98 site-based management project descriptions and eight case studies.

System-wide support for shared decision making is created by building staff and community commitment prior to, during, and beyond implementation. Whether considering the development of new skills or the development of fundamental changes in belief, continuity depends on commitment. Long-term commitment to a particular direction or program enables the individual learner to proceed in an orderly way from orientation to in-depth exposure to integrated practice (Dillon-Peterson, 1981). This same progression is applicable to building and supporting commitment to change.

Equally important to the success of a shared decision making effort is stability. A danger that can accompany even the "best" initial implementation efforts is a school district's vulnerability to personnel changes. The *un-committed* perceptions of incoming board members, superintendents, principals, and teachers wreak havoc on a long-term, system-wide change that has a weak base of commitment. Strong, active communication networks must be developed and maintained within and between all stakeholders and levels of the system.

A district committed to shared decision making will protect the effort from external constraints. Conflicts throughout the system must be resolved. This includes conflicts between all levels (i.e., school board with state authorities, central office with school board and state authorities, and school site with all) but particularly those limiting school site autonomy.

Finally, commitment includes providing the resources necessary for successful implementation of shared decision making. It is often true that money is the major resource on which all others depend. However, creative solutions developed at the school site related to personnel assignment, innovative uses of teaming, involvement of parents and businesses, and more appropriate professional development programs have the potential for stretching current dollars. *Time* was, by far, the resource in greatest demand according to respondents to the SEDL survey. The need to "create" time could easily become the challenge that moves school sites to raise fundamental questions about the use of time in the school.

Conclusion

It is evident that the implementation of shared decision making in school-based management requires fundamental changes in traditional behavior. For a system to initiate a restructuring of its authority and decision-making arrangements, it must change deeply held beliefs and promote the development of new roles and relationships. The shared decision making and school-based management efforts examined by researchers and those surveyed by Southwest Educational Development Laboratory have yielded rich data regarding some fundamental personal and institutional barriers to such change in the educational system.

Four recommendations for the successful implementation of shared decision making are offered for consideration. First, there must be a transformation of authority -- in belief and in practice. The site must be empowered to maximize the educational experience for its children. To accomplish this, district and site participants (superintendent, school board, central office staff, principals, teachers, parents, and community representatives) must confront and resolve fear and resistance to changes in authority, roles, and responsibilities.

Second, a system-wide culture must be developed that supports norms of collegiality and collaboration. Relationships of trust must be developed between and among participants and their constituencies.

Third, professional development must be provided so that staff at all levels and participating community members can acquire new knowledge, skills, and attitudes. Successful shared decision making requires that site participants be enabled to fully participate through the development of their leadership abilities.

Finally, shared decision making in the schools requires commitment. Commitment involves hierarchical support in all its manifestations, with clarity of definition as well as intent. Commitment includes support that is reflected by a clear definition of mission, goals, and outcomes, and a clear understanding of roles, responsibilities, and distribution of authority. Commitment includes assuring continuity and stability, protecting the effort from external constraints, and providing the necessary resources for successful implementation. Above all, commitment requires a holistic view of the educational system. Successful implementation of shared decision making in the schools requires the building and maintenance of whole-system commitment to support change that directly responds to the needs of all children.

APPENDIX A
Shared Decision Making Survey Respondents
(Southwest Educational Development Laboratory, July 1 - September 15, 1989)

Principal
National Network for Educational Renewal
Colorado Partnership

Principal or Superintendent
Little Rock Independent School District
Little Rock, AR 72202

Laverne White
Principal
Palmdale Traditional School
Roosevelt School District
3146 E. Wier
Phoenix, AZ 85040

Mr. Neil C. Snyder
Principal
Conejo Valley Unified School District
1400 E. Janss Road
Thousand Oaks, CA 91362

Superintendent
Poway Unified School District
13626 Twin Peaks Road
Poway, CA 92064

Ron Ottinger
Planning Department
San Diego Unified School District
4100 Normal Street
San Diego, CA 92103

Jan Brits
Assistant Principal
Hillside Junior High School
2222 Fitzgerald Blvd.
Simi Valley, CA 93065

Superintendent or Designee
Mt. Diablo Unified School District
1936 Carlotta Drive
Concord, CA 94519

Superintendent or Designee
San Ramon Valley Unified School District
699 Old Orchard Drive
Danville, CA 94526

Joseph Henthorn
Director of Admin. Services
Fairfield-Suisan Unified School District
1025 Delaware
Fairfield, CA 94533

Douglas Gowler
Principal
Sagebrush Elementary School
Cherry Creek School District
14700 E. Temple Place
Aurora, CO 80015

Mike Volkl
Principal on Special Assignment
Cherry Creek School District #5
4700 S. Yosemite Street
Englewood, CO 80111

Louise Woelber
Director of Instructional Services
Cherry Creek School District
4700 S. Yosemite Street
Englewood, CO 80111

Teacher
Roberts Ave. School
11 Seventh Ave.
Danbury, CT 06810

Superintendent or Designee
Monroe County School District
242 White Street
Key West, FL 33041

Associate Superintendent or Designee
Dade County Public Schools
1410 N.E. Second Avenue
Miami, FL 33132

Gayle Moller
Training Coordinator
Broward County Public Schools
1005 East Broward Boulevard
Fort Lauderdale, FL 33301

Bill Grey
Principal
St. Petersburg High School
2501 Fifth Avenue N.
St. Petersburg, FL 33713

W. R. Jeffries
Assistant Superintendent
Polk County Public Schools
P.O. Box 391
Bartow, FL 33830

Jeff Wright
Principal
Wildwood Middle School
200 Cleveland St.
Wildwood, FL 34784

Tom Bartley
Principal
Westwood Primary School
708 Trammell St.
Dalton, GA 30720

Jack Bregman
Principal
Paul Norton Elementary School
4485 Greenbrier Dr.
Bettendorf, IA 52722

Kenneth Zody
Director of Information & Communication
Metropolitan School District of Warren Township
9301 E. 18th Street
Indianapolis, IN 46229

Director of Special Projects
Evansville-Vanderburgh School Corporation
1 S.E. Ninth Street
Evansville, IN 47708

Superintendent or Designee
Jefferson County Public Schools
P.O. Box 34020
Louisville, KY 40232-4020

Linda Stelly
Associate Superintendent
New Orleans Public Schools
4100 Touro St.
New Orleans, LA 70122

Dr. Dudley
Principal
Paint Branch Elementary School
8101 Pierce Avenue
College Park, MD 20678

Bette Lewis
Principal
Martin Luther King Academic Center
4545 Ammendale Rd.
Beltsville, MD 20705

Luther Fennell
Principal
Northwestern High School
7000 Aldelphi Road
Hyattsville, MD 20782

Jaime Marco
Principal
Walt Whitman High School
7100 Whittier Blvd.
Rockville, MD 20817

Susan Marks
Principal
Montgomery County Public Schools
2730 Plyers Mill Road
Silver Spring, MD 20902

Patrick Sullivan
Principal
Dakota Hills
14445 Diamond Path
Rosemount, MN 55068

Robert Sande
Principal
Jefferson Elementary School
Rochester Independent School District
1301 10th Avenue N.E.
Rochester, MN 55904

School-Based Management Project Manager
St. Louis Public Schools
911 Locust Street
St. Louis, MO 63101

Superintendent or Designee
St. Louis Public Schools
911 Locust Street
St. Louis, MO 63101

Superintendent or Designee
Jackson School District
P.O. Box 2338
Jackson, MS 39225

Ms. Phillips
Assitant to Superintendent
Granville County Schools
P.O. Box 927
Oxford, NC 27565

Mr. Houlihan
Superintendent
Granville County Schools
P.O. Box 927
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Oxford, NC 27565

John Dornan
Executive Director of the FORUM
400 Oberlin Road
Suite 220
Raleigh, NC 27605

Karen L. Lowe
MIL Ethnographer & Teacher
Gaston Junior High School
P.O. Drawer J
Gaston, NC 27832

Mr. McConnell
Superintendent
Haywood County Schools
1615 North Main Street
Waynesville, NC 28786

Timothy H. Green
Principal
Ellis School
Main Street
Fremont, NH 03044

Dennis R. Joy
Principal
Hollis Area High School
Main Street
Hollis, NH 03049

R. E. Higgins
Principal
Andover Elementary School
P.O. Box 87
Andover, NH 03216

David W. Bell
Principal
Cutler School
P.O. Box 628
West Swansey, NH 03469

Martha A. Langill
Principal
Seminary Hill School
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W. Lebanon, NH 03784

James H. Mundy
Superintendent
Pine Hill School District
15 E. Seventh Avenue
Pine Hill, NJ 08021

Director, School-Based Management or Principal
Cleveland Public Schools
Cleveland, OH 44114

Don Tank
Deputy Superintendent
Clackamas County School District #62
P.O. Box 591
Oregon City, OR 97045

Robert Pederson
Principal
Pelham High School
Marsh Road
Pelham, NH 03076

Robert W. Potter
Principal
Jaffrey-Rindge Middle School
109 Stratton Road
Jaffrey, NH 03452

Stephen C. LeShane
Principal
Colebrook Elementary School
166 Main Street
Colebrook, NH 03576

Lynn R. L. Ritvo
Principal
McClelland School
Brock Street
Rochester, NH 03867

Carolyn Moxley
Principal
300 S. Dana Avenue
Columbus, OH 43223

Lee Etta Powell
Superintendent
Cincinnati Public Schools
230 E. 9th St.
Cincinnati, OH 45202

Thomas J. Clark
Research Associate - Evaluation Services
School District of Philadelphia
21st Street, S. of Parkway
Philadelphia, PA 19103-1099

Chester A. Ray
Director of Accountability
Orangeburg School District #5
578 Ellis Avenue
Orangeburg, SC 29115

Jack E. Leach
Coordinator of Alternative Instr. Programs
Memphis City Schools
2597 Avery, Room 214
Memphis, TN 38113

John Bennion
Superintendent
Salt Lake City School District
440 E. 100 South
Salt Lake City, UT 84111-1898

Seth Goldberg
Chair, PSAC
Montgomery County Public Schools
1527 Chatham Colony
Reston, VA 22090

Principal
Sammamish High School
100 140th Avenue S.E.
Bellevue, WA 98005-3721

Ann Foley
Principal
College Place Middle School
7501 208th S.W.
Lynnwood, WA 98036

Libia S. Gil
Director of Instr. Support & Staff Dev.
Seattle Public Schools, Zone III
8950 Delridge Way S.W.
Seattle, WA 98106

Laura Grosvenor
Site Coordinator
Kimball 2000
5200 35rd Avenue South
Seattle, WA 98144

Rebecca Scholl
Manager of Curriculum & Instruction
Yakima School District
104 N. Fourth Avenue
Yakima, WA 98903

Dusty Polsin
Principal
Edison Elementary School
1315 East Alder
Walla Walla, WA 99362

Assistant Superintendent or Designee
Milwaukee Public School District
P.O. Box 10-K
Milwaukee, WI 53201

APPENDIX B

Shared Decision Making Survey Summary Data and Graphs

(Southwest Educational Development Laboratory, July 1 - September 15, 1989)

Survey Summary Data

Question 1: What were the major difficulties you encountered or observed in trying to change traditional behavior when initiating shared decision making?
(63 responses)

I. Resistance to changing roles and responsibilities (32 of 63 = 51%)

1. Reluctance to accept different responsibilities (24 of 32 = 75%)
2. Apathy (3 of 32 = 9%)
3. Satisfaction with status quo (7 of 32 = 22%)
4. Dependence on norms and role expectations (13 of 32 = 41%)

II. Fear of losing power (24 of 63 = 38%)

III. Inadequate or inappropriate resources (24 of 63 = 38%)

1. Time (20 of 24 = 83%)
2. Money (6 of 24 = 25%)
3. Staff (4 of 24 = 17%)

IV. Lack of definition and clarity (24 of 63 = 38%)

1. Shared decision making (13 of 24 = 54%)
2. Vision and beliefs (5 of 24 = 21%)
3. Roles (6 of 24 = 25%)

V. Lack of skills (19 of 63 = 30%)

Types of training needed are reported in Survey Question 2 below

VI. Lack of trust (19 of 63 = 30%)

VII. Lack of hierarchical support (17 of 63 = 27%)

1. Transience of personnel (4 of 17 = 24%)
2. Inadequate communication (3 of 17 = 18%)
3. Conflicts with outside regulations (3 of 17 = 18%)
4. Absence of full system commitment (9 of 17 = 53%)

VIII. Fear of taking risks (12 of 63 = 19%)

Question 2: What types of training activities do you feel are necessary to successfully initiate shared decision making?
(60 responses)

I. Knowledge and information (40 of 60 = 67%)

1. Clear rationale for implementing shared decision making
2. Operational ground rules (e.g., decision-making group's function, charge)
3. Shared decision making concepts
4. Theory (e.g., school as an organization, change theory)
5. Information specific to decision-making tasks (e.g., budget, state regulations)

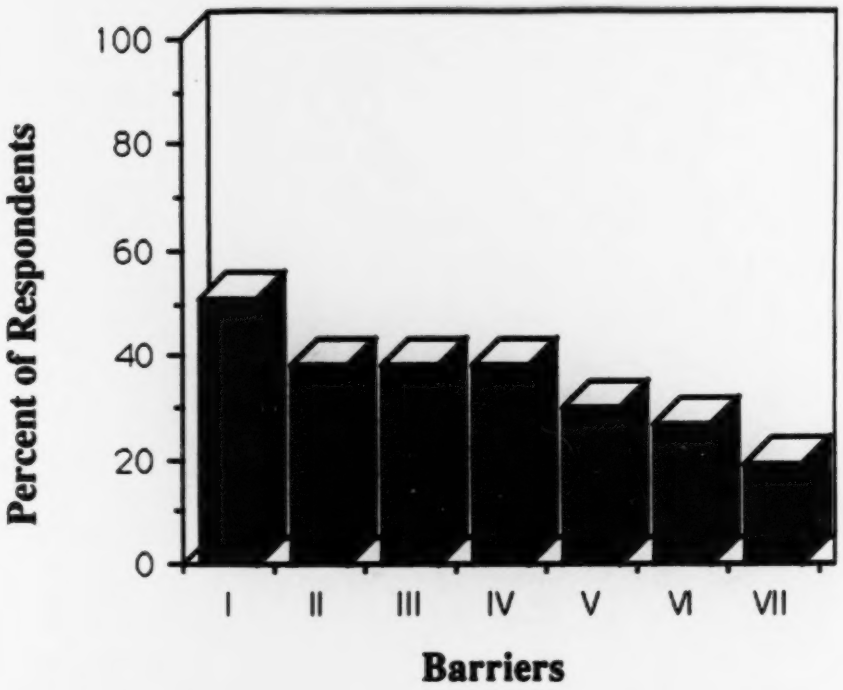
II. Decision making skills (37 of 60 = 62%)

1. Developing a mission statement/vision
2. Leadership
3. Problem solving/critical thinking
4. Strategic planning
5. Priority setting
6. Resource utilization
7. Designing accountability/evaluation plans

III. Collaborative skills (45 of 60 = 75%)

1. Consensus building
2. Conflict resolution
3. Communication
4. Commitment building
5. Team building

Eight Barriers to Changing Traditional Behavior
N=63



I. Resistance to changing roles and responsibilities (51%)

II. Fear of losing power (38%)

III. Inadequate or inappropriate resources (38%)

IV. Lack of definition and clarity (38%)

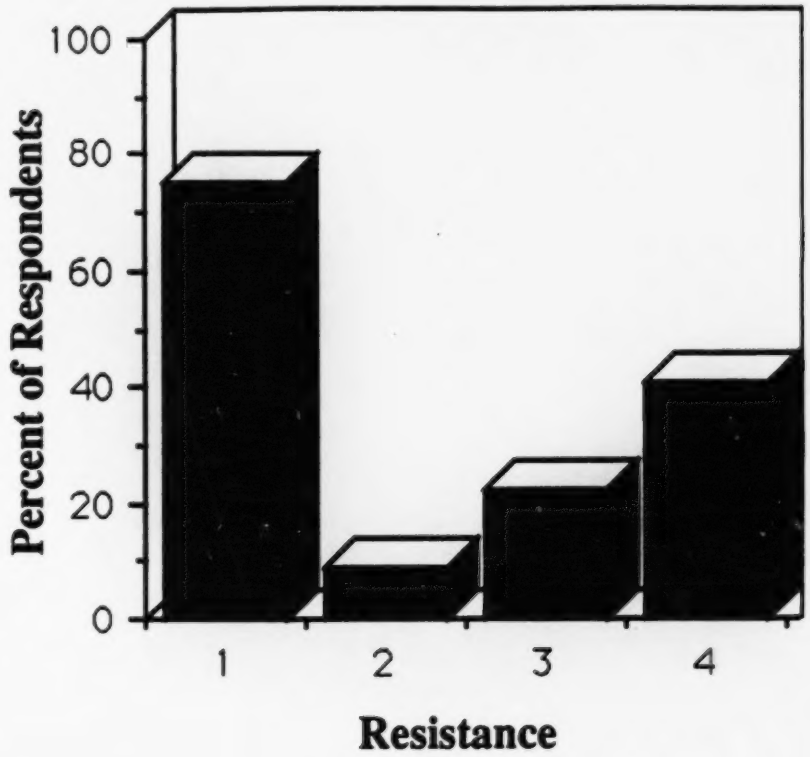
V. Lack of skills (30%)

VI. Lack of trust (30%)

VII. Lack of hierarchical support (27%)

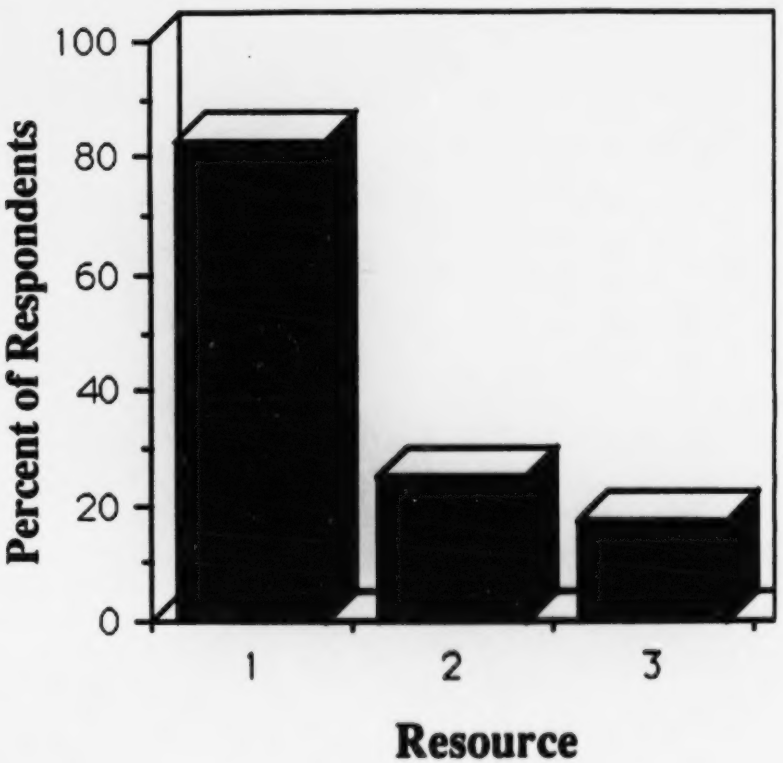
VIII. Fear of taking risks (19%)

Resistance to changing roles and responsibilities
N=32

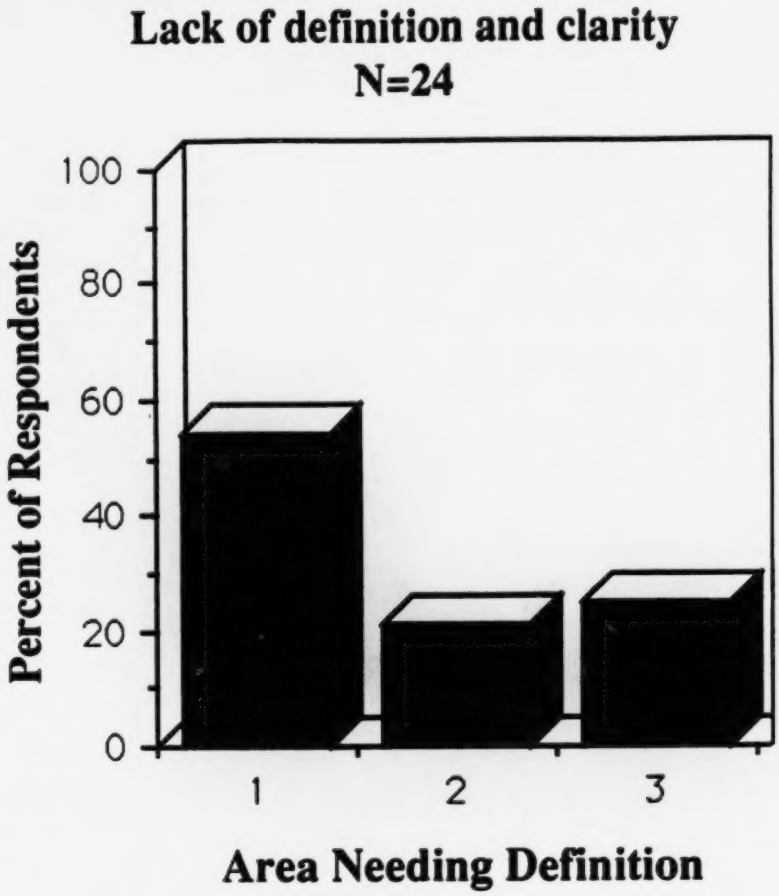


1. Reluctance to accept different responsibilities (75%)
2. Apathy (9%)
3. Satisfaction with status quo (22%)
4. Dependence on norms and role expectations (41%)

Inadequate or inappropriate resources
N=24



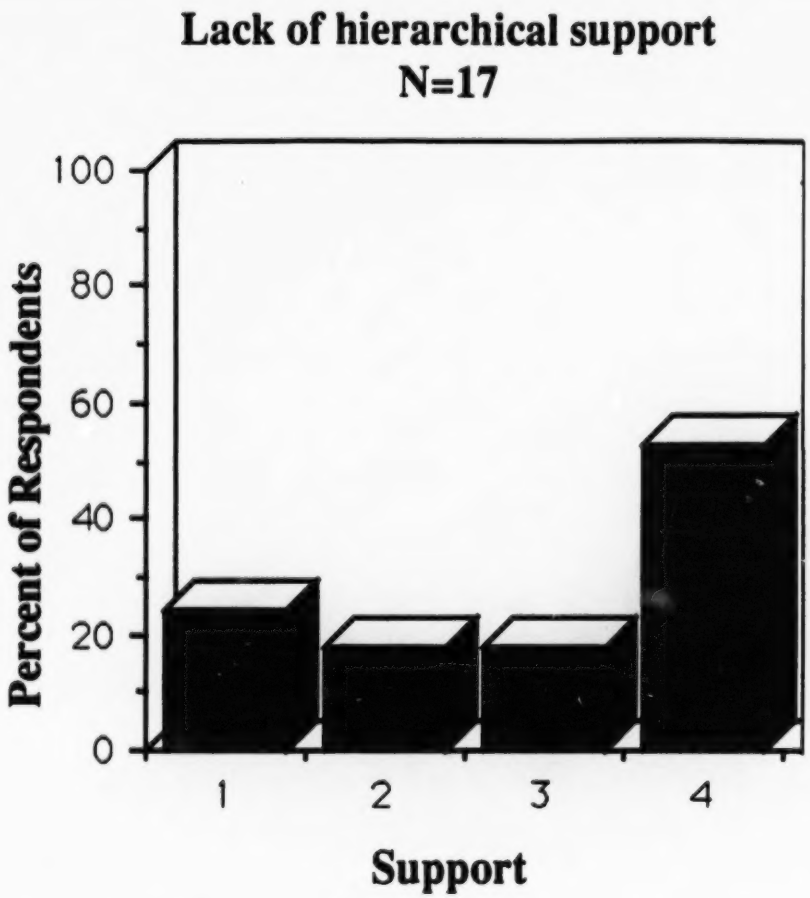
1. Time (83%)
2. Money (25%)
3. Staff (17%)



1. Shared decision making (54%)

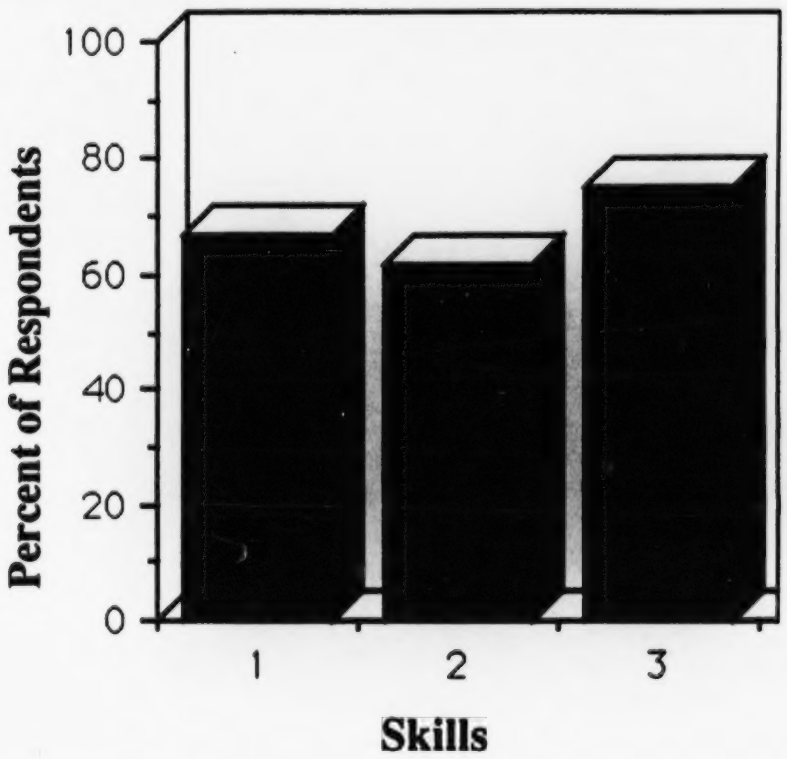
2. Vision and beliefs (21%)

3. Roles (25%)



1. Transience of personnel (24%)
2. Inadequate communication (18%)
3. Conflicts with outside regulations (18%)
4. Absence of full system commitment (53%)

Skills Needed for Successful Shared Decision Making
N=60



1. Knowledge and information (67%)
2. Decision making skills (62%)
3. Collaborative skills (75%)

APPENDIX C
Training Resources and Programs
(Southwest Educational Development Laboratory, July 1 - September 15, 1989)

Training Resources and Programs

The following resources and training programs have been identified as useful and available to practitioners who are interested in implementing shared decision making in their school or district. The first list contains resources compiled from responses to question three on Southwest Educational Development Laboratory's 1989 survey on shared decision making, "What training resources or programs have you used that you would recommend?" As such, the contents should be interpreted not as recommendations by SEDL staff but rather as a compilation of practitioners' recommendations. The second list contains other relevant training resources and programs available to practitioners from three Leadership in Educational Administration Development (LEAD) Centers.

Resources Recommended by SEDL Survey Respondents

RESOURCE (recommended by)	CONTACT NAME	ADDRESS/PHONE
various training needs (Jefferson County, KY; Montgomery County, MD; Waynesville, NC; Oxford, NC; Reston, VA; NC Forum)	Dr. Phil Schlechty Executive Director	Gheens Academy 4425 Preston Hwy. Louisville, KY 512/473-3319
various training needs (Oxford, NC; NC Forum)	Dr. Ken Jenkins	Dept. of Leadership & Higher Education School of Education Appalachian State University Boone, NC 28608 704/262-6093 or 704/262-2214
consulting (Jefferson County, KY)	David Lynn	Blessing/White 900 State Road Princeton, NJ 08540
consulting (Jefferson County, KY)	Teleometrics International	1755 Woodstead Court Woodlands, TX 77380

consulting (Jefferson County, KY)	Robert Lemon	Rohm & Hass Kentucky Inc. 4300 Camp Ground Rd. Louisville, KY 40216
facilitation/consulting (Fremont, NH; West Swanzey, NH)	Douglas S. Fleming	P. O. Box 1705 218 Northfield Rd. Lunenburg, MA 01462
various training needs (Rochester, NH)	National Training Labs	Washington, D.C.
Group Process/ Situational Leadership (San Diego, CA; Aurora, CO)	Ken Blanchard Drea Zigarmi	Blanchard Training and Development 125 State Place Escondido, CA 92025 619/489-5005
Strategic Planning (materials) (San Diego, CA)	University Associates	8517 Production Avenue San Diego, CA 92121 619/578-5900
Strategic Planning (training) (San Diego, CA)	Kathy Dovey	UA Consulting and Training Services 8380 Miramar Mall Suite 232 San Diego, CA 92121 619/552-8901
School Council Assistance Project (Indianapolis, IN)	College of Education	University of South Carolina Columbia, SC 29208
consulting (San Ramon Valley, CA)	Dr. Jan Laine	The Laine Group P. O. Box 926 Tiburon, CA 94920 415/435-6042
Quality Circle Facilitator Training (Oregon City, OR)	Quality Circle Institute	P. O. Box 1503, Dept. 1029 Red Bluff, CA 96080-1335
Strategic Planning (San Diego, CA)	Association for Curriculum and Development	125 North West Street Alexandria, VA 22314

		703/549-9110
Matsushita Foundation (Reston, VA; San Diego, CA)	Dr. Sophie Sa	One Panasonic Way Secaucus, NJ 07094 201/392-4132
	David Florio	202/357-7425
	Ken Toole (consultant to Matshushita)	Prof. of School Admin. CCNY New York City, NY
ODDM - Outcomes Driven Developmental Model (Johnson City, NY; Yakima, WA; Lynnwood, WA)	Dr. Al Mammary, Supt. Dr. Larry Rowe, Asst. Supt. Dr. Frank Alessi, Project Director	Johnson City School District 666 Reynolds Road Johnson City, NY 13790 607/770-1200
National Center for Outcomes Education (Yakima, WA)	Dr. John Champlin	15429 Richmond Fountain Hills, AZ 85268 602/837-8752
Onward to Excellence Program (Lynnwood, WA; Walla Walla, WA)	Northwest Regional Educational Laboratory	101 S.W. Main St. Suite 500 Portland, OR 97204 503/275-9500
Nominal Group Techniques (Little Rock, AR)	Dr. Marvin Fairman	University of Arkansas Fayetteville, AR 72701
consulting (Milwaukee, WI)	Bill Boone	Martin, Boone, & Associates 811 Madison St. Evanston, IL 60202
Creative Problem Solving (Aurora, CO)	Bill Langenstein	IBM Armonk, NY
Instructional Improvement Group (Reston, VA)	Joellen Killion	W. Sixth Ave. Broomfield, CO 80020

Memphis City Schools Deregulated School Program (Memphis, TN)	W. W. Herenton, Supt.	Memphis City Schools 2597 Avery Avenue Memphis, TN 38112 901/454-5200
Meyers/Briggs Personality Inventory Workshop (Waynesville, NC; Pine Hill, NJ)	Dr. Robert Williams	University of Georgia
Peer Coaching Seminar (Waynesville, NC)	Pam Robbins	ASCD Workshop Alexandria, VA 22314-1430
Group Processes, Shared Decision Making (Waynesville, NC)	Dr. Bruce McPhearson	Western Carolina University NC Center for the Advancement of Teaching
various district-based trainers (Cincinatti Public Schools)	Dr. Lee Etta Powell	Cincinnati Public Schools 230 East 9th Street Cincinatti, OH 45202 513/369-4700
Leadership Styles (Jaffrey, NH)	Sue Herman	Hillsborough, NH
Miami-Dade County School-Based Management Project (Memphis, TN)	Joseph A. Fernandez	Dade County Schools 1450 N.E. Second Ave. Miami, FL 33132
Redesigning the Inner-City School: The Comer Process (Memphis, TN)	James P. Comer	Yale Child Study Center Yale University 230 Frontage Street New Haven, CT 06510
Jackson Public Schools Effective Schools Training model (Oxford, NC; Memphis, TN; Danbury, CT)	Dr. Swinton Hill Henriette L. Allen	Jackson MS Schools P. O. Box 23380 662 S. Presidents St. Jackson, MS 39225

Memphis Education Assoc. NEA Learning Lab Project (Memphis, TN)	Wayne T. Pike	126 Flicker Street Memphis, TN 38104
New Hampshire School Improvement Program (Pelham, NH; Colebrook, NH; Andover, NH; West Swanzey, NH)	Elenore Freedman	244 North Main Street Carrigan Commons Concord, NH 03301 603/224-5444
Shared Governance	Susan Niederhauser	Salt Lake City School District 440 East 100 South Salt Lake City, UT 84111 801/328-7244
various district-based trainers (Englewood, CO)	Louise Woelber	Cherry Creek School District 4700 South Yosemite Street Englewood, CO 80111
various locally-developed materials (St. Petersburg, FL)	Marie Shipley	Management Development School Board of Pinellas County Clearwater, FL 34624
Cleveland City Schools School-Based Management (Cleveland, OH)	Francis S. Martines	Cleveland Board of Education Room 400 North 1380 East 6th St. Cleveland, OH 44114
various locally-developed training (Rosemount, MN)	Patrick L. Sullivan	Dakota Hills Middle School 14445 Diamond Path Rosemount, MN 55068 612/454-0052
various local and state trainers (Bellevue, WA)	Mary Lou Johnson	Bellevue School District 100 140th Ave SE Bellevue, WA 98005

Effective Schools Process (Beltsville, MD)	Dr. Lawrence W. Lezotte	Michigan State University
NSPRA School Communication Kit for School Based Management (Beltsville, MD)	Bette L. Lewis	Martin Luther King Academic Center 4545 Ammendale Rd. Beltsville, MD 20705
Leadership Style Inventories (Oxford, NC)	Jackie Savage	Public School Forum Raleigh, NC 919/832-1584
Accountability Models (Oxford, NC; NC Forum)	Roy Forbes	School of Education Ferguson Bldg. University of North Carolina Greensboro, NC 27412
locally-developed school-based management training packages (Milwaukee, WI)	Judith Isakson	Dept. of Staff Development Milwaukee Public Schools Milwaukee, WI
consulting (Phoenix, AZ)	Dr. Sherwin Allen	Roosevelt School District 6000 S. 7th Street Phoenix, AZ 85040
National Committee for Citizens in Education (St. Louis, MO; Pine Hill, NJ; Rochester, MN)	Dr. Carl Marburger	10840 Little Patuxent Parkway Columbia, MO 21044 301/997-9300
IDEA (St. Louis, MO)	John Paden	Dayton, OH
locally-developed training and/or resources (St. Louis, MO)	Glenn Wiesner	St. Louis Public Schools 1004 N. Jefferson St. Louis, MO 63106 314/421-4588

National Education Association (Thousand Oaks, CA; Bettendorf, IA; Gaston, NC; Simi Valley, CA)	Dr. Robert McClure	1201 16th St. NW Washington, DC 20036 202/966-8142
	Carol Livingstone	202/822-7907
San Diego Unified School District model (Reston, VA)	Hugh Boyle Tom Payzant	San Diego USD San Diego, CA
National Governor's Association (Reston, VA)	Michael Cohen	NGA Washington, DC
consulting (Reston, VA)	Naomi Baden	Washington/Baltimore Newspaper Guild 1511 K St. NW Washington, DC 20005 202/393-0808
Visioning/Goal Setting Differentiated Staff Models (NC Forum)	Jackie Savage John Dornan	Public School Forum 400 Oberlin Rd. Suite 220 Raleigh, NC 28605
Concerns Based Adoption Model (Danbury, CT)		University of Texas Austin, Texas 78745
various training needs (Bettendorf, IA)	Mid-Continent Regional Educational Laboratory	12500 E. Iliff Ave., Suite 201 Aurora, CO 80014 303/337-0990
various local trainers on decision making and collaborative skill development (Seattle, WA)	Libia S. Gil	Seattle Public Schools Zone III Administration 5950 Delridge Way SW Seattle, WA 98106

Additional Training Programs

Site-Based School Improvement Modules	Dr. Bill Osborne	Oklahoma LEAD Professional Development Center 131 South Flood Avenue Norman, OK 73069 405/360-0220
Targets for Trainers	Tom Shearer	Kentucky LEAD 1121 Louisville Road Frankfort, KY 40601 502/223-2758
various school leadership training-of-trainers programs: modules adapted from the California School Leadership Academy (CSLA) modules Institute of Cultural Affairs Facilitation Methods seminar Leadership Development Process: Partners for Excellence (DuPont-originated management and development process) Peer-Assisted Management Training (adapted from Far West Laboratory for Educational Research and Development's Peer-Assisted Leadership Program	Joan Burnham Ellen Bell	Texas LEAD Center 406 E. 11th Street Austin, TX 78701

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